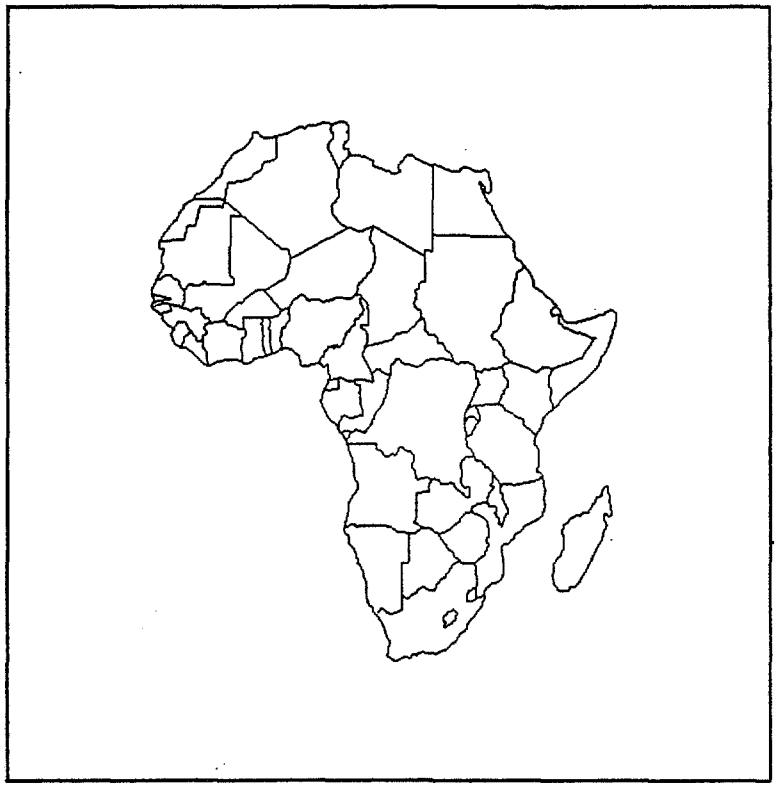
PD-ABP-690

RESULTS REVIEW



Disaster Response Coordination

Staff

Africa Bureau

AA/AFR/DRC

USAID

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SECTION I. OVERVIEW OF PERFORMANCE

A. Introduction

The Africa Bureau's Disaster Response Coordination Staff (AA/AFR/DRC) was established through the AFR reorganization of June 1, 1994. This action was taken in response to a variety of factors, including an awareness that the proliferation of natural disasters and complex emergencies in Africa required establishment of an entity within the Africa Bureau for managing humanitarian assistance operational activities and staff functions. AFR senior management determined that there was a need to strengthen inter-bureau as well as interagency collaboration, monitoring and reporting on these activities. In addition, there was a concern that issues regarding relationships between humanitarian assistance and development programs required more systematic planning, review, and analysis.

The priority accorded crisis prevention and response by the Administration and the Agency, as well as an expectation that these requirements will exist in Africa over the long-term, have reinforced the need for an entity encompassing DRC's functions.

DRC has the lead responsibility within AFR for coordinating Bureau responses to humanitarian assistance requirements in sub-Saharan Africa. DRC serves as the primary point of contact for AFR for humanitarian assistance activities with BHR, the Global Bureau, Department of State, other USG agencies, and the NGO/PVO community. These activities include natural disaster early warning and response; conflict prevention and resolution; demobilization and reintegration of ex-combatants; refugee resettlement; PVO/NGO liaison; and miscellaneous functions.

DRC's mandate also includes support to missions for humanitarian response -- from emergency relief and rehabilitation to reconstruction and recovery -- and for long-term prevention, mitigation, and preparedness activities linked to traditional development assistance.

In this regard, DRC also plays a strong operational role by managing and implementing two of the Bureau's largest regional projects, Famine Early Warning Systems (FEWS) and Africa Emergency Locust/Grasshopper Assistance (AELGA). These major projects are focused on early warning, rapid response and prevention/mitigation as a means of avoiding or reducing the potential impact of disasters.

Although DRC plays a policy and coordination role for humanitarian assistance, it is submitting this R2 report because it is also an operating unit directly managing the FEWS and AELGA activities.

As an operating unit, DRC prepared a strategy that was reviewed by AFR in March 1995. While the strategy was never formally approved, in June 1995 DRC submitted its 1997 Action Plan using the two goals and two strategic objectives proposed in the strategy. In addition, while the February 1996 Management Contract for the Operating Units in the Africa Bureau listed only one of DRC's Strategic Objectives, this R2 reports on both SOs because they were originally identified in the March 1995 Strategic Plan. DRC is revising its strategy to conform more closely with Agency objectives and reengineering principles.

B. Special Factors Affecting Performance

This section of the R2 is to report on host country economic, social or political developments. However, these factors are not directly related to DRC's resources and manageable interests, i.e., DRC's activities respond to the information and analysis requirements of the Africa Bureau, field missions, and BHR. DRC also facilitates information-exchange and coordination among and between international and Africa regional organizations.

C. Progress Towards Program Goals

DRC's program has achieved its expected results, as will be described in Section II relating to each SO. Chief among the results for 1995 concerns DRC's role in the quick mobilization of U.S. and other donors in response to the 1994/1995 drought in southern Africa. DRC also provided technical assistance, communications equipment, and pesticides through the Food and Agricultural Organization (FAO) that assisted in controlling locust damage in Eritrea in September/October of 1995.

Section II Progress Toward Strategic Objectives

A. Progress Toward Strategic Objective No 1

An improved use of USAID resources to prevent, mitigate, and respond to humanitarian crises in "FEWS and AELGA-active" countries.

The following indicators are more precise versions of those proposed in the DRC draft strategic plan:

- Reduction in ratio of food aid requested to total food deficits in one or more countries during potential situations of severe hunger and malnutrition.

- Reduction in the number of locust/grasshopper infestation declarations in Sub-Saharan Africa.

This Strategic Objective supports Agency Goal 5: "Lives Saved, Suffering Reduced and Development Potential Reinforced," and pertains directly to Agency Strategic Objectives 5.1, "Prevention: the Potential Impact of Humanitarian Crises Reduced" and 5.2, "Relief: Urgent Needs Met in Crises Situations."

Activities under DRC's SO 1 reflect Agency program approaches for warning of impending disasters; identifying the potential impact of natural and complex disasters and at-risk populations; and coordination with other donors, regional and international organizations, and PVOs/NGOs.

1. Summary of Data:

The activities of the FEWS project and the majority of the activities of the AELGA Project are captured under this strategic objective.

Project performance can best be described at this juncture in terms of quality and output. Nevertheless, DRC believes that measurement of the proposed indicator "reduction in ratio of food aid to total food deficits during potential situations of severe hunger and malnutrition" demonstrates tangible achievement through a decline in emergency food aid deliveries to southern African countries during the 1994/95 drought, from delivery levels during the 1991/92 drought. Although the two situations are not perfectly analogous, in 1995 the USG responded with just over 351,000 metric tons of food, whereas the response to the earlier drought totaled over 2.4 million metric tons.

Furthermore, the three areas where FEWS has had the greatest impact this past year concern the southern African drought of 1994-1995. First, the FEWS analysis of conditions in southern Africa affecting vulnerable groups was used to confirm the targeting arrangements for food aid requested by the World Food Programme. Second, FEWS monitoring of drought conditions during the post-harvest period helped inform discussions among the U.S. delegation to the Food and Agricultural Organizations (FODAG) in Rome, USAID/Food for Peace, and the World Food Programme regarding the targeting of U.S. food aid (sorghum and maize) for vulnerable groups. Finally, the FEWS role in identifying areas where surplus food commodities were available in east Africa and in South Africa helped reduce overall requirements for food aid. Thus, FEWS helped to achieve Agency objectives for transition from relief to development.

Performance of DRC's Strategic Objective 2 can only be measured to date in terms of output. It is difficult to measure the impact of DRC's early warning and control activities for locust and grasshoppers, among other reasons because it is difficult to predict locust and grasshopper outbreaks. However, DRC will strive to develop ways to measure impact.

2. Discussion of Data

In December 1994, FEWS started to convene regular internal briefings based on the advisories being issued by the National Oceanic and Atmospheric Administration (NOAA) pertaining to the El Nino phenomenon. Based upon the understanding of the phenomenon at the time, there was adequate reason to believe that the El Nino episode would have a negative impact upon rainfall and, therefore, crop production in the southern African region. As the "rainy season" progressed it became clear that the anticipated drought was indeed occurring.

A major factor that differentiated the drought situation in 1994/1995 from that which had occurred three years earlier was the significant reduction in food aid availability in the more recent drought, combined with increased global competition for available food aid. Although it was expected that the 1994/1995 drought would be less serious than that of 1991/1992 (southern Africa's worst drought in this century), severe food aid constraints created concern that demand would exceed supply.

Consequently, FEWS was instrumental in alerting the field to the emerging drought conditions and the need to rely upon local responses (rather than on food aid) to the maximum extent possible. Missions thus developed contingency plans that relied heavily on local responses.

While the threat of famine was not as great in 1995 as in 1992, it can be reasonably determined that the series of actions taken helped the region avoid widespread famine. Moreover, a focus upon developing improved local response capabilities resulted in much lower food aid requests than in 1992. Furthermore, food aid was programmed in consideration of local crop diversification requirements. In sum, the avoidance of widespread hunger was achieved without significant commitments of emergency food aid.

FEWS information was also made available to the southern African SADC member states, in cooperation with the SADC Food Security Unit stationed in Harare. FEWS helped to assess the various interpretations of the severity of the drought and food aid deficit levels. FEWS helped establish a food trade information network for facilitating information exchange on commercial grain flows, commensurate with the market-liberalization strategies of a number of the drought-affected countries.

One of the factors that contributed to FEWS' effectiveness over the past year was the development of new information products made available through the Internet. Not only is FEWS field level information now available more quickly, due to new electronic linkages between the field and HQs, but it is also widely available on the Internet. Moreover, FEWS has begun to

make information targeted to USAID users available on the internal ("corporate") web site. Furthermore, new information products about rainfall throughout Africa are available on the Internet through the FEWS partnership with the National Oceanic and Atmospheric Administration (NOAA), and new data products have become available electronically through FEWS' partnership with the US Geological Survey (USGS). In addition, FEWS collaboration with the FODAG in Rome has led to the initiation of steps toward improved information interconnectivity between the US early warning system and the Global Information and Early Warning System (FAO/GIEWS). The "Net effect" has been more timely descriptive and analytical information pertaining to the risk of famine throughout Africa within relatively easy grasp of decision makers responsible for helping to prevent or mitigate famine or widespread hunger.

Regarding AELGA activities under this SO, over $250,000 was spent on technical assistance, locust surveys, and chemical spot control in those countries that had pest outbreaks, including the locust outbreak in Eritrea in September, 1995, as well as those in other sub-Saharan countries. AELGA's timely inputs also assisted in avoiding the impact of major locust and grasshopper infestations in Sahelian Africa.

The AELGA training mode is Training of Trainers (TOT). Trainers, who are first instructed in emergency pest management issues, then train the field agents, who in turn train lead farmers. In all cases host country individuals are used to conduct as much of the training as possible. During the last year, 81 crop protection agents, 222 field agents, and 151 lead farmers were trained. The five training events were held in Eritrea, Ethiopia, and Botswana. The training in Eritrea was extremely effective in mitigating the locust outbreak in September, 1995.

3. Expected Progress in FY 1997 and FY 1998

FEWS will continue to emphasize the timely dissemination of quality information and analysis throughout sub-Saharan Africa. It will rely upon its network of FEWS field staff, working with USAID missions and local and international partners, to develop increasingly effective and timely information sources for preventing severe hunger, malnutrition and starvation in the short, medium and long terms.

FEWS anticipates strengthening its linkages with the FAO's Global Information and Early Warning System. FEWS will seek to better integrate on-the-ground information about agricultural production, markets, and vulnerable groups with international crop assessments. Since these assessments form the basis upon which food aid decisions are made by the US and other donor community, this should lead not only to improved factual

reporting and analysis, but also to a consensus on targeting of food aid. FEWS will also continue to emphasize the development of regional and local institutional capacity in ways that strengthen relationships between early warning/effective drought response and famine prevention. The building of indigenous African institutional capacity is a critical long-term objective. This capacity-building supports achievement of USAID development goals for improving food security throughout Africa. Finally, it should also reduce the frequency and size of host country requests for food aid during periods of scarcity.

DRC's SO 1 also includes pest control-related activities consistent with the Agency objectives for crisis prevention and mitigation, and for the transition from humanitarian to development assistance. Activities for FY 97 and FY 98 will fall into three categories: pest surveys and information sharing with decisions makers, training of host country nationals at all levels, and contingency funding for locust outbreaks that cannot be controlled by the host country.

AELGA anticipates working with the FAO and other donors in early warning and timely control of locust and grasshopper pests. Results from the AELGA funded economic survey implemented by the FAO will assist in planning for future budget allocations. In addition, a Project Evaluation Summary (PES) based on recommendations from the recent project evaluation will be completed. Reengineering of the activity with the aid of the PES will coincide with the development of the new DRC strategy.

B. Progress Toward Strategic Objective No. 2:

Improved environmentally-safe approaches to prevent and mitigate agricultural pest crises adopted by host countries, regional institutions, and international organizations in sub-Saharan Africa.

This Strategic Objective supports Agency Goal 4: "Environment Managed for Long-Term Sustainability," and pertains to Agency Objective 4.5 "Sustainable Natural Resource Management" through the use of pest management and funding of biocontrol research for sustainable agriculture production. DRC's SO 2 also relates to reduced pollution of soil and water through proper pesticide application and pesticide disposal.

1. Summary of Data:

Qualitative measures can best describe project performance. At this early stage the indicators are tentative, but DRC believes that the proposed key indicators should measure the decreased use of organochlorinated hydrocarbon pesticides as new biological pesticides come on-stream. The use of pest management will also reduce the need for pesticide usage.

The AELGA Project is comprised of a series of long-term activities for promoting environmentally-sensitive approaches to pest management and control. Thus the project contributes to these country-level objectives:

> Safeguarding the environment and ecosystem, and ameliorating and preventing environmental threats to public health.

Safeguarding the environment is the main thrust of this strategic objective. The mitigation of environmental hazards is focused on the decreased dependency of host countries on chemical pesticides through the use of pesticide management. Training and research into biological control for locust and grasshoppers hopefully will result in substitutions for chemical pesticides.

To ameliorate and prevent environmental public health threats, the Strategic Objective aims to reduce surplus pesticides, enhance the ability of host country personnel to use pesticides safely, and to dispose of expired pesticides and empty pesticide containers, and to foster acceptance of recommendations from country specific environmental assessments.

2. Discussion of Data:

Grants with the FAO have supported the transfer of overstocked pesticides from North Africa to locust-afflicted countries. In 1993, AELGA promoted the emergency transfer of overstocked, but very viable malathion from Morocco to Sudan where a major desert locust outbreak was underway. AELGA funded the shipment of the Moroccan donation. The chief benefit of this activity concerned the reduction in pesticide stockpiles that would in time have become toxic waste problems. A secondary benefit involves the de facto assumption by North African countries of donor responsibilities through this process.

Also, AELGA has provided USAID/Tanzania $125,000 to plan and coordinate an effort with the Dutch to safely package and ship about 400 tons of malathion and DDT to the Netherlands to be incinerated.

Regarding the development of biopesticides, bioassay, toxicology, and non-target impact studies, field efficacy tests were done in the United States (Montana), Cape Verde, and Madagascar. Searches for indigenous pathogens have been carried out in Eritrea. Feasibility studies were conducted for mass production of biopesticides in Madagascar.

Fifteen representative of seven Greater Horn countries convened for one week to receive state-of-the-art knowledge on biological control. The training encouraged them to promote biological

control research as a potential alternative to conventional pesticides. In addition, the workshop promoted a regional approach for the development of biological control tactics against locust, grasshopper and other emergency outbreak pests.

3. Expected Progress in FY 1997

During this timeframe field results should be available for the assessment of biological organisms that will control locusts in Madagascar, Mali, and Eritrea. Expectations are high that a strain of indigenous pathogens will be commercially produced in Madagascar. In addition, other indigenous fungal spores pathogens most likely will be identified and tested in Eritrea.

Regarding pesticide disposal and the transfer of usable surplus pesticide, the AELGA project will continue to make limited funds available to support these activities. Additionally, technical assistance will be available to catalyze other donors to support this effort.

Additional regional biological control workshops are planned.

III. STATUS OF THE MANAGEMENT CONTRACT

A. Strategic Objective Changes or Refinements

The Management Contract with DRC is based on a 1997 Action Plan linked to DRC's draft strategic plan of March, 1995. DRC will need to develop an operating unit strategy following reenginering guidance and core principles.

B. Special Concerns

This R2 is to some extent based on the draft DRC strategy prepared prior to the availability of reenginering guidelines. A new strategy is required. Furthermore, DRC's role and functions in the Bureau and in the Agency are being examined through the AFR Business Area Analysis (BAA). As the reengineering process evolves, agreement will need to be reached on if and how DRC's policy and coordination activities (or staff functions) will be reflected in its strategic plan.

C. Environmental Issues and Schedules

DRC has no issues to report. For the record, pesticide purchase and application and research into biological pesticides are all conducted within the guidance of Supplemental Environmental Assessments that have prior approval by the Africa Bureau's Environmental Officer.